



County of Los Angeles
CHIEF ADMINISTRATIVE OFFICE

713 KENNETH HAHN HALL OF ADMINISTRATION • LOS ANGELES, CALIFORNIA 90012
(213) 974-1101
<http://cao.co.la.ca.us>

DAVID E. JANSSEN
Chief Administrative Officer

Board of Supervisors
GLORIA MOLINA
First District

YVONNE B. BURKE
Second District

ZEV YAROSLAVSKY
Third District

DON KNABE
Fourth District

MICHAEL D. ANTONOVICH
Fifth District

November 8, 2005

To: Supervisor Gloria Molina, Chair
Supervisor Yvonne B. Burke
Supervisor Zev Yaroslavsky
Supervisor Don Knabe
Supervisor Michael D. Antonovich

From: David E. Janssen
Chief Administrative Officer

ASSESSMENT OF OFFICE OF PUBLIC SAFETY ORGANIZATIONAL STRUCTURE

On June 20, 2005, on motion by Supervisor Molina, your Board instructed the Office of Public Safety (OPS), in collaboration with my office to 1) provide an assessment and evaluation of the existing OPS organizational structure and to include a plan to improve oversight, service, and response times within the OPS budget; and 2) include a recruitment plan to fill vacancies and new positions assigned to weekend and evening park patrol.

This is to provide your Board with our recommendations based on a review of OPS' attached report.

Organizational Structure

Aside from its Administrative Services Bureau, OPS' current structure is organized by three operational bureaus that individually serve specific clients. Client departments served by either the Facilities Services Bureau (FSB) or Health Services Bureau (HSB) contract for OPS security services based on client needs. Parks Services Bureau (PSB) is responsible for providing 24/7 roving patrols at all County parks and is completely 100% net County cost. In addition to these three areas, officers are also assigned to Internal Affairs and Training.

Staffing and Recruitment Plan

Attachment I of OPS' report provides an overview of the organizational structure and the staffing plan by bureau. Currently, there are 305.0 budgeted officer positions and 64.0 vacancies within FSB and HSB, of which 21.0 of the vacancies were added in the 2005-06 Final Adopted Budget as a result of increased service levels requested by client departments.

PSB has 112.0 budgeted officer positions and 6.0 vacancies to date. The level of PSB vacancies was higher this past July when 12.0 newly funded positions were added to increase patrol during the early morning shift. However, earlier this month, OPS reassigned staff, in addition to newly-hired officers, in order to implement early morning patrol.

OPS began an aggressive recruitment campaign in October 2004, at which time there were 393.0 officer positions, of which 64.0 were vacant. As a result of OPS' recruitment efforts, the current level of vacancies as of October 27, 2005, excluding the 33.0 positions added in Fiscal Year 2005-06, is 9.41 percent versus the 16.28 percent vacancy rate in October 2004 as shown in Attachment I.

OPS now offers written examinations every other weekend, provides tutorials, and created a background investigative unit, and hired a contract polygraph tester to expedite background checks. According to Attachment III of OPS' report, there are currently two academy classes underway with 6.0 candidates slated to graduate in November 2005 and 11.0 candidates scheduled to graduate in February 2006. As requested by your Board, OPS will provide quarterly updates on their outreach efforts.

Parks Services Bureau Restructure

Currently, there are two divisions that serve specific geographical areas identified in Attachment II of OPS' report. OPS indicates that a third division is necessary to correct inefficiencies, such as the loss of productive work time and management oversight, resulting from the time required to travel from one division to the other.

Funding to implement a third division within PSB is requested in OPS' response to Supervisor Burke's motion of July 26, 2005.

Each Supervisor
November 8, 2005
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Conclusion

We are in agreement with OPS' assessment of the current staffing plan and their inability to redirect resources from other bureaus to fill vacancies within PSB since these positions are paid for by departments requesting service. Also, it is not feasible to use contract guards to provide park patrol services or to permanently fill officer vacancies throughout FSB and HSB due to the limited authority and training provided to contract guards.

If you have any questions, please contact me or your staff may contact Cynthia Duong at (213) 974-6806.

DEJ:SRH:DL
RG:CD:yjf

Attachments

c: Executive Officer, Board of Supervisors
 County Counsel
 Human Resources
 Office of Public Safety

OFFICE OF PUBLIC SAFETY **Officer Vacancies¹**

2004-05 Budgeted Officers		393.0
Increased Service Requests from Client Depts	21.0	
Increased Parks Patrol - Early Morning	<u>12.0</u>	
Total New 2005-06 Positions		<u>33.0</u>
2005-06 Budgeted Officers		426.0

	2004-05	2005-06		
	<u>as of Oct</u>	<u>as of Oct 27</u>	<u>New pos</u>	<u>Balance</u>
FSB	25.0	37.0	6.0	31.0
HSB	23.0	27.0	15.0	12.0
PSB	<u>16.0</u>	<u>6.0</u>	<u>12.0</u>	<u>-6.0</u>
Vacancies	64.0	70.0	33.0	37.0
Bud Pos	393.0	426.0		393.0
Percent	16.28%	16.43% ²		9.41% ³

Footnotes:

¹ Vacancies are solely officer positions and therefore, do not include Sergeant, Lieutenant, or Captain positions.

² Vacancy rate of 16.43% reflects the 33.0 new positions added in the 2005-06 Final Budget.

³ Vacancy rate of 9.41% DOES NOT account for the 33.0 new positions.



COUNTY OF LOS ANGELES
OFFICE OF PUBLIC SAFETY

DEPARTMENT OF HUMAN RESOURCES

375 KENNETH HAHN HALL OF ADMINISTRATION
500 WEST TEMPLE STREET, LOS ANGELES, CALIFORNIA 90012
(213) 974-1302 FAX (213) 620-7141

To Enrich Lives Through Effective and Caring Service

MICHAEL J. HENRY
DIRECTOR OF PERSONNEL

MARGARET A. YORK
CHIEF, OFFICE OF PUBLIC SAFETY

October 31, 2005

TO: Each Supervisor

FROM: Michael J. Henry, Director
Department of Human Resources

Margaret A. York, Chief
Office of Public Safety

SUBJECT: **MOTION BY SUPERVISOR GLORIA MOLINA REQUESTING AN
ASSESSMENT OF THE OFFICE OF PUBLIC SAFETY
ORGANIZATIONAL STRUCTURE
(Meeting of June 20, 2005, Agenda Item 9.5, SYN 05-1725)**

This is to provide your Board with the report requested by Supervisor Gloria Molina's motion of June 20, 2005, which instructed the Office of Public Safety (OPS), in collaboration with the Chief Administrative Office, to provide an assessment and evaluation of existing OPS organizational structure and include a plan to improve oversight, service, and response times within the OPS budget. Your Board also requested that a recruitment plan be included to fill vacancies and new positions assigned to weekend and evening park patrol.

The Chief Administrative Officer will be submitting a report under a separate cover.

Administrative Services Bureau
13001 Dahlia Street
Downey, CA 90242-4100
Phone (562) 940-8379
Fax (562) 803-1843

Facilities Services Bureau
B-75 Hall of Records
320 West Temple Street
Los Angeles, CA 90012-3220
Phone (213) 974-9603
Fax (213) 617-2143

Health Services Bureau
13001 Dahlia Street
Downey, CA 90242-4100
Phone (562) 940-8360
Fax (562) 803-0013

Parks Services Bureau
2101 N. Highland Avenue
Bungalow D
Los Angeles, CA 90068-3240
Phone (323) 845-0075
Fax (323) 882-8209

Organizational Structure

The OPS functions are currently organized into four distinct bureaus, which are: Administrative Services, Facilities Services, Health Services, and Parks Services (Attachment I). Health and Facilities Services bureaus provide public safety services to the departments of Health Services, Public Social Services, Children and Family Services, Child Support Services, Mental Health, Probation, and other County departments on a fee for service basis. The Park Services Bureau provides public safety services for all of the facilities operated by the Department of Parks and Recreation and is funded by County general funds.

Assessment of Existing Organization Structures

We believe the existing structure of the OPS is the most efficient and effective method by which to conduct the mission within existing resources for the following reasons:

1. The clustering of client departments in service specific bureaus provides a centralized administrative point of contact for each client to work with on specific security issues.
2. It allows for the training of officers on the specialized needs of our client departments. For example, officers assigned to hospitals are trained on patient rights and HIPAA requirements.
3. OPS officers are afforded the opportunity to cross-train in each of the three bureaus to maximize their skill set.

The OPS assessment of the current organization structure indicated that, due to funding-limitations, there are no opportunities to restructure Parks Services Bureau (PSB) within existing resources to improve oversight, service, and response time. Any changes to PSB would require additional funding from your Board. Decisions regarding staffing levels in Health Services Bureau (HSB) and Facilities Services Bureau (FSB) are primarily made by client departments, with input from OPS as outlined below.

OPS Staffing Plan

Attachment II outlines the PSB staffing plan by patrol area. As the staffing plan reflects, budgeted staff and facilities are fairly evenly distributed among the five PSB stations. Each station faces unique patrol challenges, either in the size of geographic area to be patrolled or criminal activity. It should be noted that this staffing plan is fluid and that, from time to time, staff resources within PSB are redirected to address specific needs.

Police officers assigned to PSB patrol on a 4/40 schedule. A minimal number of police officers and no first line supervisors are assigned to the dayshift due to the limited activity during the early daytime hours. The dayshift police officers mostly handle crime reports for incidents occurring overnight and limited patrols in between calls for service. The bulk of police officers and first line supervisors start at 1:00 p.m. and end their shift at 11:00 p.m. Recently funded positions, twelve police officers and two sergeants, have been budgeted for enhancement of the early morning shift. Earlier this month, with the addition of newly hired officers, OPS reassigned officers in order to implement the newly funded early morning shift. PSB currently has 112.0 budgeted officer positions and 6.0 vacancies.

The client departments served by HSB and FSB routinely request assessment of their security needs. Private security guards are contracted by the OPS to assist in meeting the needs of our client departments. The recommendation for the use of private security guard (armed or unarmed) versus the need for a police officer is based on a careful assessment of criminal activity and the potential for violence. Ultimately, it is the decision of the client department as to the level of protection provided at their facilities.

The consideration for the use of a security guard versus a police officer is based upon the limited authority given to security guards. The security guard's authority is only equal to that authority given to a private citizen when it comes to a criminal matter. Security guards lack the authority and protection under the law when detaining persons during the course of an investigation. The basic role of a security guard is to observe and report, and their visible presence is intended to be a deterrent for criminal activity. A properly licensed security guard does possess the necessary tools (i.e., firearm, baton, pepper spray) to protect themselves and others; however, there is a significant difference in minimum training requirements and their ability to safely handle a violent or escalating situation. Security guards also lack the authority to issue parking citations for parking violations, issue citations for infraction violations, and impound or store vehicles, all of which are effective tools for law enforcement in resolving quality of life complaints.

All of the above, including the costs, are factored into the decision to use security guards versus a police officer. Due to the current level of vacancies in both FSB and HSB as shown in Attachment I, the OPS has recommended the use of security guards as a short term temporary solution to augment the security needs of a facility until such time as vacancies can be filled and the positions can be replaced by police officers.

The PSB currently does not hold any contracts with private security firms. The use of security guards in the park environment has not been considered due to the potential for danger, limited authority, and training given to private security. County parks in urban areas are sometimes gang-infested and the use of private security is not a deterrent for gang activity due to intimidation. Police officers assigned to HSB and FSB are

augmented by security guards, but their presence is necessary to maintain a safe environment for employees, patients, visitors, and clients. Redirecting these officers to PSB could create lapses in safety and liability for client departments and the County. Once again, there is no comparison in the duties and capabilities of a police officer versus private security.

Recruitment Plan

Our greatest challenge in meeting the needs of our client departments, including PSB, without reliance on overtime, continues to be our vacancies. For example, in PSB, your Board recently increased funding in the 2005-06 Proposed Budget to provide 12 additional officer and two additional sergeant positions dedicated to early morning patrol. This will significantly enhance our response times as one patrol car previously covered the entire County during the late night and early morning hours. The PSB patrol operates on a 24/7 basis and as a result, these new positions will provide increased patrol and supervision to cover the entire County. The OPS implemented the three additional early morning patrols this month.

In October 2004, the OPS received approval from the Department of Human Resources to conduct recruitment efforts to fill, at that time, 64 officer vacancies, 16 of which were assigned to PSB. To date, through OPS efforts, 14 pre-service recruits and eight recent Academy graduates are now training in the field, six recruits are currently in the Academy scheduled to complete in November, and 11 are enrolled in the Academy class scheduled to complete in February, 2006, for a total of 39 new officers. As of July 1, 2005, an additional 12 newly funded early morning patrol officer positions (as referenced above) were added to PSB and 21 newly funded client requested positions increased the number of vacancies. There are currently 6 police officer vacancies in the PSB. Attachment III provides an overview of the number of recruits at various stages of the recruitment process in addition to the total number of probationary new hires, if all trainees pass the Academy.

The OPS assigned one (1) sergeant position and one (1) officer position to conduct recruitment efforts on a full-time basis. Given the limited resources available to the OPS, the recruitment staff has selectively targeted prime, quality expositions and events that are likely to yield strong candidates, including churches and colleges. Additionally, outreach efforts have been conducted at California State Peace Officer Standards and Training (POST) accredited police academies throughout the State. Vacancy announcements have been posted on most internet law enforcement recruitment sites and a public service announcement was distributed to various radio stations.

We have also sought to make our recruitment process as convenient and seamless as possible. Written examinations are conducted every other Saturday to minimize any time away from a candidate's current employment. In addition to hiring a polygraph tester, a background investigative unit, comprised of five sergeants, was created to expedite the clearance process. We provide tutorial sessions for candidates currently attending the Academy to aid in their successful completion of the program. To further enhance our process, we designed and are now offering a session to prepare candidates for the interview process.

On October 7, 2005, the OPS mailed 4,817 letters to firefighter candidates in Band 3, informing them of our police officer vacancies and inviting them to apply. To date, we have received a good response, resulting in over 60 applications being mailed to potential candidates. This number does not include persons obtaining an application directly from our website.

Our discussions with other law enforcement recruiters indicate that they are all facing the same challenges in attracting a shrinking pool of viable candidates. We will continue to report to your Board our efforts to fill these vacancies on a quarterly basis.

Recommended Change to Park Services Bureau Structure

The PSB is currently organized in two divisions serving the geographical areas noted in Attachment II. This structure inherently leads to inefficiencies, such as loss of productive work time and management oversight as the Captains and Lieutenants can be required to travel up to 70 miles one way to meet with staff. It is extremely difficult for the Captains and Lieutenants to identify work productivity issues and areas where staff may not be in compliance with County policies and procedures. Additionally, it is a challenge for the Captains and Lieutenants to provide appropriate direction and leadership to subordinate staff when they may only be in the area for a few hours at a time.

Currently, two Captains and two Lieutenants are responsible for the entire County 24-hours, seven days a week. As noted earlier, the Lieutenants work a 4/40 schedule. In order to accommodate days off, one Lieutenant has responsibility for the entire County six out of seven weekdays. There is one day per week where the Lieutenants' schedules overlap.

Without the daily presence of a Captain and a Lieutenant, it has become necessary to rely upon sergeants to complete administrative duties rather than conduct field supervision. This absence of field supervision means that officers are without the experience of senior staff to identify and address crime patterns. Additionally, when police service is more centralized, managers, supervisors, and officers become a part of

the community they serve and are in tune with quality-of-life issues. This enhancement will improve oversight of crime prevention efforts and law enforcement response by providing direct management oversight on a daily basis. The presence of management staff will enable OPS to more effectively identify crime patterns, thus directing patrol in response to the noted activity.

Funding required to implement a third division will be requested in the OPS report to Supervisor Yvonne Burke's motion of July 26, 2005 (Agenda Item 30-A). Should you have any questions regarding the information contained in this report, please contact Mr. Henry at (213) 974-2406 or Chief York at (213) 974-1120, or your staff may contact Margo Morales, OPS Administrative Deputy, at (213) 893-1076.

MJH:MAY:mm

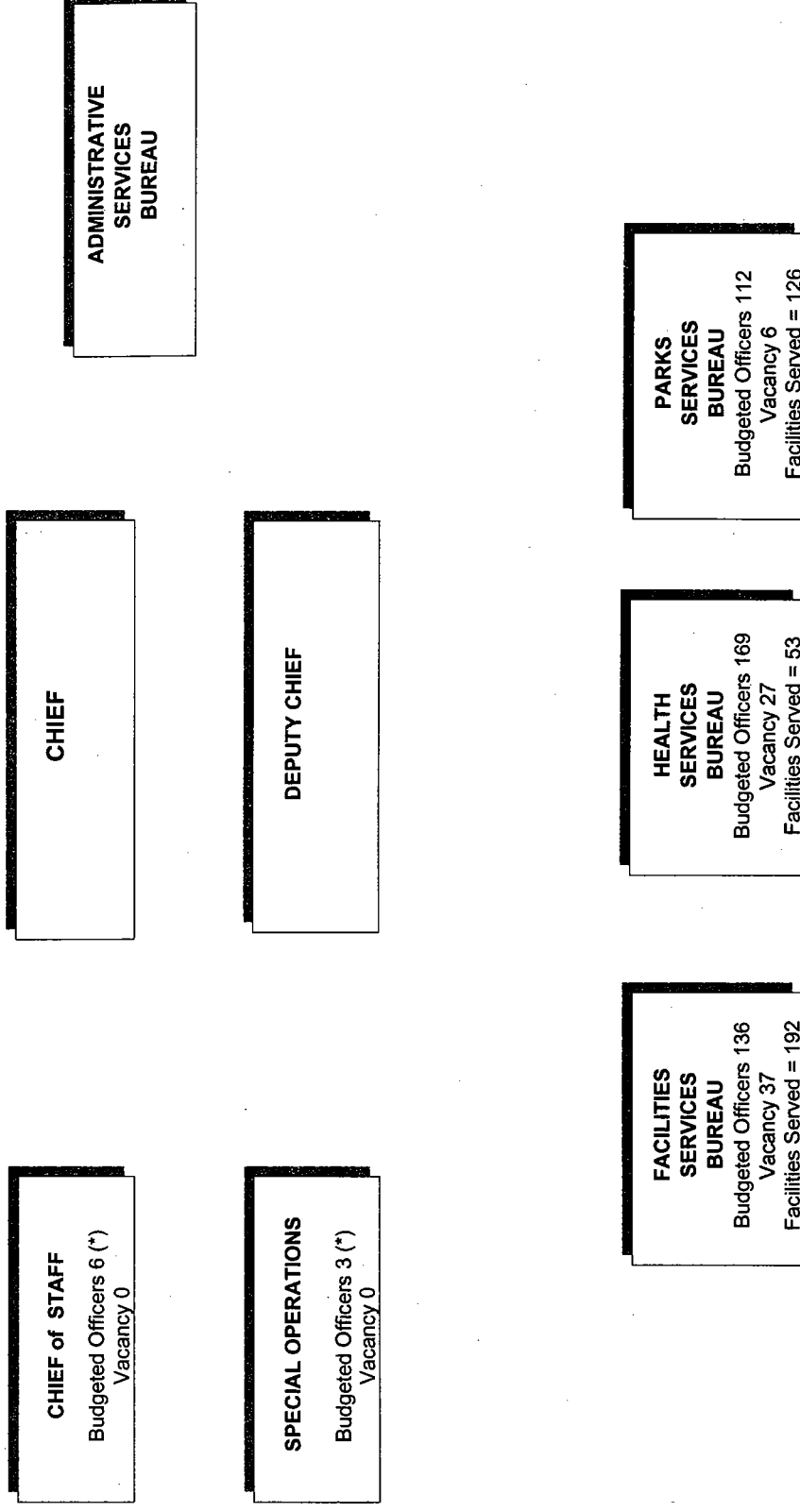
Attachments

c: Violet Varona-Lukens, Executive Officer/Clerk of the Board
Raymond G. Fortner, Jr., County Counsel

DHR-OFFICE OF PUBLIC SAFETY

MARGARET A. YORK, CHIEF

as of October 27, 2005



Footnotes: (*) Budgeted officer positions in Office of Chief of Staff includes Internal Affairs (6) and Special Operations Training Unit (3)

Parks Services Bureau - Deployment Breakdown

Division 1	Budgeted	Filled	Vacancy	Enhancement Prop 62
Castaic Station:				
<u>Castaic Patrol Unit(s) -</u>	16	15	1	4
1 Castaic Lake Recreation Area				
2 Castaic Sports Complex				
3 Del Valle Park				
4 Hasley Park				
5 Val Verde Park				
<u>Santa Clarita Valley Patrol Unit(s) -</u>				
1 Chesebrough Park				
2 Wm. S. Hart Park				
3 Jake Kuredjian Park				
4 David March Park				
5 Northridge Park				
6 Pico Canyon Park				
7 Placerita Cyn				
8 Richard Rioux Park				
9 Tesoro Del Valle Park				
<u>San Fernando Valley Patrol Unit(s) -</u>	9	9		
1 Crescenta Valley Park				
2 Dexter Park				
3 El Cariso Regional Park				
4 El Cariso Golf Course				
5 Two Strike Park				
6 Veterans Park				
<u>Quartz Hill Substation Patrol Unit(s) -</u>	4	4		
1 Apollo Park				
2 Devil's Punchbowl				
3 Geo. Lane Park				
4 Everett Martin Park				
5 Pearblossom Park				
6 Jackie Robinson Park				
7 Vasquez Rocks				
8 Stephen Sorenson Park				
Bonelli Station:				
<u>Bonelli Patrol Unit(s) -</u>	12	11	1	4
1 Bonelli Regional Park				
2 Catarac Falls				
3 Charter Oak Park				
4 Dalton Park				
5 East Shore RV Park				
6 Marshall Canyon				
7 San Dimas Canyon				
8 Walnut Creek Park				
<u>Santa Fe Dam Patrol Unit(s) -</u>	5	5		
1 Santa Fe Dam Regional Park				
2 Arcadia Park & Golf Course				
3 Arboretum				
4 Pamela Park				
5 Peck Park				
6 Valleydale Park				
<u>Pasadena / Alhadena Patrol Unit(s) -</u>	3	3		
1 Descanso Gardens				
2 Eaton Canyon				
3 Farnsworth Park				
4 Loma Alta Park				
5 Michillinda Park				
6 Charles White Park				
<u>Schabarum Patrol Unit(s) -</u>	4	4		
1 Schabarum Regional Park				
2 Bill Blevins Park				
3 Thomas Burton Park				
4 Countrywood Park				
5 Gloria Heer Park				
6 Pathfinder Park				
7 Pepperbrook Park				
8 Carolyn Rosas Park				
9 Rowland Heights Park				
10 Trail View Park				
Totals	53	51	2	8

Parks Services Bureau - Deployment Breakdown

Attachment II

Division 2	Budgeted	Total Filled	Vacancy	Enhancement Prop 62
South Station:				
Eastside Patrol Unit(s) -				
1 Athens Park 2 Bethune Park 3 Roy Campanella 4 Carver Park 5 East Rancho Dominguez Park 6 Enterprise Park 7 Ervin Magic Johnson Park	12	11	1	
8 Mona Park 9 Roosevelt Park 10 Ted Watkins Park 11 Victoria Park & Golf Course 12 Walnut Nature Center 13 Washington Park 14 Washington Golf Course				
Westside Patrol Unit(s) -				
1 Alondra Park 2 Bodger Park 3 Del Aire Park 4 Friendship Park 5 Helen Keller Park 6 Ingold Parkway	12	12		
7 Jesse Owens Park 8 Kenneth Hahn Park 9 Ladera Park 10 Lennox Park 11 Montie Park 12 Botanic Gardens				
Whittier Narrows Station:				
Whittier Narrows Patrol Unit(s) -				
1 Whittier Narrows Regional Park 2 Whittier Narrows Golf Course	12	11	1	4
3 Rio Hondo River Bicycle Trail San Gabriel River Bicycle Trail				
San Gabriel Valley Patrol Unit(s) -				
1 Adventure/Gunn Park 2 Allen Martin Park 3 Amigo Park 4 Avocado Heights Park 5 Bassett Park 6 Cerritos Park 7 La Mirada Park / Golf Course 8 Los Robles	6	6		
9 Manzanita Park 10 Mayberry Park 11 McNeese Park 12 Ringgrove Park 13 San Angelo Park 14 Sorenson Park 15 Steinmetz Park 16 Sunshine Park				
Belvedere Station:				
East Los Angeles Patrol Unit(s) -				
1 Belvedere Park 2 Atlantic Park 3 City Terrace Park 4 Dream Park 5 John Anson Ford Theater 6 Heredia Boxing Club	17	15	2	
7 Hollywood Bowl 8 Obregon Park 9 Robinson Gardens 10 Salazar Park 11 Saybrook Park				
Totals	59	55	4	4
Grand Total	112	106	6	12

**Office of Public Safety
Office Recruitment Information
as of October 21, 2005**

RECRUITMENT PROCESS:

Applications Received ¹	1,155
Number of Candidates who have passed the written and oral exams ²	321
Number of Candidates in Background Process	44

TOTAL PROBATIONARY NEW HIRES:

Pre-service/laterals candidates ³	14
August 2005 Academy graduates	8
Candidates scheduled to complete the Academy in November	6
Candidates scheduled to complete the Academy in February	<u>11</u>
	39

¹ From October 2004 to October 21, 2005

² Candidates first must pass a written test, and then must pass an oral interview in order to qualify for the Background process which includes a polygraph test. Candidates who clear the Background process must also pass a Medical and Psychological examination before a job offer is extended.

³ Pre-service/laterals candidates are either transfers from another law enforcement agency, or completed their Academy training prior to joining OPS.